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THE FINAL REPORT OF THE

*Human Services
Planning &
Coordination
Project*

SUMMARY

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Maryland Department of State Planning

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HUMAN SERVICES
PLANNING AND
COORDINATION
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SUMMARY

FEBRUARY 1978

MARYLAND DEPARTMENT OF STATE PLANNING

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The Human Services Planning and Coordination Project could not have happened without the active involvement of many people within Maryland State Government. While too countless to individually mention, the advice and support these individuals provided is greatly appreciated.

The preparation of this report is part of the Human Services Planning and Coordination Project which was financed through a Planning Assistance Grant from the Department of Health, Education and Welfare administered by the Maryland Department of State Planning.



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VLADIMIR A. WAHBE
SECRETARY OF STATE PLANNING

Dear Reader:

We are pleased to provide you with the Summary Report of the Final Report of the Human Services Planning and Coordination Project. This Summary presents a brief overview of the Project's history, a description of each of the Project's work elements, a highlight of the Project's major accomplishments, and a review of the lessons learned during the three years of the Project. A more lengthy Full Report is also available for those readers who desire additional information or wish to better understand any aspect of the Project. It describes the same sections in greater detail. The Summary Report serves as the first chapter of that Full Report and is contained within it. Please feel free to request a copy of that Full Report.

This Final Report is a case study of the Project which discusses those activities which were successful and demonstrated a potential of transferability to others interested in comprehensive human services planning. We have also reviewed the techniques and processes which were undertaken during the Project in the hope that this will prove valuable to others considering the initiation of similar activities. The Report is organized around the following headings: Interagency Planning and Coordination Activities; Technical Assistance to State, Regional and Local Agencies; Issue Papers; and Analysis of Needs and Conditions. These headings reflect the major activities of the Project. Chapters on Project initiation, management and evaluation, and Project accomplishments and lessons are also included.

The Human Services Planning and Coordination Project was supported by the U.S. Department of Health, Education and Welfare for three years under its Partnership Program. Both their financial support and helpful guidance throughout the Project are sincerely appreciated. It is important to note that many of the initiatives undertaken during the Project are now firmly in place and are being continued. The Human Services Planning and Coordination Project has proven to be far more than just a demonstration.

Many valuable products and improvements in State planning occurred as a result of the Human Services Planning and Coordination Project. This Final Report will help you to better understand those efforts. We hope that you will find this Report both informative and valuable to your own work.

Please do not hesitate to be in contact with us if you desire a copy of any of the Project's publications or additional information.

Sincerely,


Vladimir Wahbe

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I. EXECUTIVE SUMMARY

INTRODUCTION

During the early 1960's, little attention was devoted to social planning and the term "planning" was generally applied to physical land use considerations. This changed with the proliferation of social welfare grant-in-aid programs during the "Great Society" of the mid 60's. The large number of grant programs proposed during the "Great Society" helped focus on the need for social planning. Many of these new grant-in-aid programs were categorical in nature and were designed to meet specific social needs, e.g., child care services, rehabilitative services for the aged and disabled, education services to adults, etc. The majority of these categorical aid programs were administered by HEW. Elaborate funding mechanisms were created to distribute these grants and included state/local match requirements and complicated funding formulas.

Under the "New Federalism" of the 1970's, the need to strengthen management capabilities and the return of authority to the local level for the planning and delivery of services became the new planning tenets. This was the basic premise of the Allied Services Act which was submitted to Congress in 1972. Its purpose was to replace the categorical grant approach with a unified and coordinated human service delivery system. The Allied Services Act would allow State and local planning authorities to transfer funds between various HEW programs and would permit the waiver of cumbersome Federal requirements. A unique feature of this Act was the preparation by the States of an Allied Services Plan.

When the Allied Services Act became stymied in Congress, HEW developed several alternative programs with the similar intent of developing a coordinated human service delivery system. Services Integration Targets of Opportunity (SITO)

projects were designed to foster services integration. SITO projects encouraged states to recognize and consolidate service delivery programs into a single administrative structure. During the same period, many States created monolithic human resource departments which placed personal health, mental health, social services, and aging and youth programs all under one roof.

In contrast to the SITO program, the Partnership Program proposed by HEW was geared towards increasing the capacity of chief elected officials at all levels of government to plan, manage and deliver human services. Partnership Programs were considered to be more innovative than SITO projects and grants were provided for such activities as providing local planning assistance, providing additional Executive level staff, or for automating information and referral systems. One of the criteria of the Partnership Program was that the projects it supported would strive for comprehensiveness in their planning approach.

Fragmented and often unrelated social service programs were also creating management problems at the State and local levels. In Maryland prior to 1969, there were over 250 separate departments, agencies, boards and commissions. In an effort to streamline its governmental structure, Maryland State government was reorganized. Instead of a myriad of separate agencies, each with a single specific focus, a cabinet system of government was created with principal departments for planning, budgeting, health and mental hygiene, employment and social services, public safety and correctional services, education, and economic and community development.

Although this reorganization solved many of Maryland's problems, it did not entirely solve the problem of providing a framework for a coordinated human services delivery system. Improved human services planning would result in a system which would be more manageable and more accountable. The Maryland Department of

State Planning (DSP) applied to HEW for a Partnership Grant in 1973 for the purpose of improving the State's capacity to plan and manage human services.

PURPOSE OF THE REPORT

Since Partnership grants were considered to be demonstrative in nature, HEW required, as a condition of grant awards, that a final report or case study be prepared on each Partnership Project. This case study would identify which project elements were successful and could be transferred to other grantees, States, regions or other interested jurisdictions. This case study was prepared to meet this requirement of HEW..

In this report, State Planning has tried to summarize the activities of the three years of the Human Services Planning and Coordination Project (HSP&CP). This case study describes the background and origins of the Project, its relationship to other DSP activities, and assesses the various work activities undertaken in accordance with the Project's goals. Successes and failures are discussed in order to assist other Partnership grantees (and other non-grantee jurisdictions) interested in developing human services planning techniques.

The report focuses on the processes and techniques of each Project activity rather than the findings or conclusions of these activities. If more information is desired about the content or recommendations of a particular report, DSP will gladly provide a copy of that report upon request. A list of all the reports, papers, and other documentary material prepared during the Project may be found at the end of this chapter.

Since the Project's processes and techniques were chosen for emphasis, the report is organized topically and not chronologically. Many work items were continued from year to year and it was decided to discuss each topic inclusively. The organizational format used for this report is the same format used in the

Project's annual work programs. A wide variety of activities were subsumed under the HSP&CP, and it was necessary to logically relate all of these activities. Most activities may be categorized under the three major headings of coordination, technical assistance to State and local agencies, and analysis of needs and conditions. In addition, the report has major chapters describing the Project's initiation, administration and management, and its accomplishments and outcomes.

PROJECT OVERVIEW

Since it describes a three year planning effort, this report is quite lengthy. There may be readers who only desire a brief overview of the Human Services Planning and Coordination Project. There may also be readers who are interested in only one particular aspect of the Project. Due to the interrelatedness of the Project elements, it may be difficult to understand a single section without reading a general overview. Therefore, the following section was prepared as an executive summary of the case study. It summarizes and highlights all activities of the Project in a more concise manner than the full length report.

Background and Project Initiation

The Department of State Planning has a legislative mandate to coordinate the plans and programs of all agencies of State government and to prepare a State Development Plan. As originally envisioned, one element of the Development Plan would be a Human Resources Plan. The goals of the Human Resources Plan were twofold: (1) to assist executive and legislative decision makers in allocating the State's resources in as efficient and effective a manner as possible toward meeting the human service needs of Marylanders and (2) to assist nongovernmental providers of human services to better serve their clients by providing a coordinative State planning process for human resources, and by providing access to data resources with which to identify needs, plan for service delivery and permit the

evaluation of service effectiveness. The Plan would address a major problem associated with human services planning and service delivery: the lack of coordination among the many public and private agencies engaged in the delivery of human services.

To accomplish these goals, the Plan would examine the State's present system of service delivery to determine program gaps and duplications. This examination would require the collection and analysis of large amounts of data and thus, it was necessary to develop a standardized framework for classifying this information. The Activity Sector/Target Population (AS/TP) Matrix was devised to meet this need.

Funds were requested from HEW for a Partnership Grant to implement the Human Resources Plan. DSP was successful in obtaining funds and the Project officially began in August 1974. In July of that year, a significant event occurred which resulted in refocusing the Plan. DSP was invited to present the concept of the Human Resources Plan to the Governor's Cabinet. This was a unique opportunity which allowed for input into the HEW Partnership Project by the Governor and the Secretaries of the major human services departments. Comments made by Cabinet members plus a realization of the Plan's overly ambitious goals reshaped DSP's concept of the Project. It was clear that more emphasis should be placed on coordination activities that would assist agencies to improve their human service planning capabilities. The advent of the State's long-range planning and budgeting system - the Executive Planning Process - served to obviate the need for a State human resources plan. Hence, the Human Resources Plan was renamed the Human Services Planning and Coordination Project (HSP&CP) to reflect this change.

Receipt of HEW monies allowed DSP to recruit several new staff members for the Human Resources Section. The Human Resources Section is a part of the Division of Comprehensive Planning within the Department of State Planning. The

Department also has five other major divisions, including: Research, Capital Improvements, State Clearinghouse, Local and Regional Planning, and General Administration.

Human Resources staff are functional planners in the areas of health, social services, education, criminal justice, manpower, and housing. HEW funds helped support this staff and provided funds for two additional positions -- a generalist planner and a planner responsible for coordinating the Executive Planning Process. An HSP&CP Coordinator was designated to monitor work activities and to serve as a liaison with HEW. Overall supervision was provided by the Division Director and the Chief of the Human Resources Section.

Coordination Activities

Due to its intangible nature, coordination may often prove frustratingly difficult to achieve. Nonetheless, the Human Services Planning and Coordination Project has improved interagency coordination. This has been accomplished through Human Resources staff's participation in a variety of ongoing activities such as serving on interagency committees or reviewing State and Federal legislation. Staff have also devoted efforts to two additional work items -- the Human Services Task Force and the Human Services Council.

Coordination is a two way street. DSP staff participate in various committees in order to become informed and aware of activities which may require closer coordination between or among State agencies. It was also necessary for other State and local agencies to become informed and involved in the activities of the Human Services Planning and Coordination Project. The creation of the Human Services Task Force was the mechanism that DSP employed to gain input and advice from other agencies into its own activities.

Participation on interagency committees offers the opportunity to educate others about the need for human services planning and inform them of relevant

DSP activities. Committee participation also provides a mechanism for DSP staff to become substantively involved in interagency activities. During the three years of the Project, staff have served on 42 different interagency groups. These committees included special task forces and small working groups, as well as major standing committees appointed by the Governor. Through experience gained during the course of the Project, staff have become more sophisticated in their committee participation. Committee participation by DSP staff also provided a broader perspective to discussions which were often focused on immediate needs. Staff also benefitted from learning about problems and concerns of service providers. This exchange of ideas was an important component in building mutual respect and also helped foster interagency cooperation.

Consistent with DSP's mandate to "provide information to and cooperate with the Maryland General Assembly or any of its Committees," DSP participated in and analyzed State legislative activities. The bulk of this work was centered on State legislative proposals (over 100 bills were reviewed last year) and consisted of preparing reviews, recommending Departmental positions, and presenting those opinions in written or oral comments. Project staff also reviewed and commented on proposed Federal bills, proposed rules and regulations appearing in the Federal Register and "proposed rules and regulations" to implement Maryland State laws. Several positive benefits have resulted from legislative liaison activity:

- (1) it has raised the visibility of human service planning in legislative proposals;
- (2) it has raised staff consciousness regarding human services problems and priorities from the Legislature's perspectives;
- (3) analyses of the types of bills introduced frequently have been a forewarning of emerging popular shifts in public policy;
- and (4) DSP assisted legislators in assessing the relative merits of human services legislation.

Coordination activities went beyond staff participation on committees and task forces and legislative liaison. It also included work with the Human Services

Task Force, a group of representatives from State and local agencies and the academic community. This Task Force was an outgrowth of a smaller group that had served in a review capacity during the development of the Human Resources Plan Study Design. During the initial stage of the HSP&CP, the Human Services Task Force was called upon to provide information on human services, review staff reports, and generally assist in Project work activities.

The Task Force continued to serve an extremely valuable function as a link between the Project and other major human service actors in the community. The purpose and activities of the Project were more clearly understood because of the Task Force, while at the same time the Human Resources Section benefitted from the guidance and expertise of the individual Task Force members.

However, by the end of 1975, interest in Task Force participation had waned. Many members were more interested in working on activities related to their specific areas of interest than advising on the overall progress of all of the Project's work elements. DSP had also begun using ad hoc advisory groups or panels of experts to assist in various work products. Thus, it was decided to substitute these more informal ad hoc groups for the Human Services Task Force. Although the Task Force is no longer a formal structure, members still serve as information contact points or agency liaisons. They have become the core of a human services network upon which the Department still relies.

The Human Services Council was an outgrowth of the Department's coordination and legislative review activities. Numerous bills are introduced in the General Assembly every year to create special agencies or offices to serve target groups such as children and youth, veterans, and the handicapped. If passed, these bills could result in the proliferation of State agencies and the restructuring of Maryland's system of functional organization of State government. Pressure to create special purpose agencies resulted largely from poor coordination between existing agencies. DSP proposed an alternative organization model to strengthen interagency coordination -- the Human Services Council.

As proposed, the Cabinet level Human Services Council would be composed of the Secretaries of the major human service departments and would be responsible for coordinating and integrating services and addressing issues which cross departmental lines. The Council proposal was submitted to the Governor and DSP staff worked with the Lt. Governor and Governor's Executive Staff to gain support. However, after a special meeting of the relevant Cabinet Secretaries, the Governor decided not to convene the Council. Instead, it was decided to establish working staff committees to address cross cutting issues and problems. These ad hoc committees have been established and Human Resources staff have usually been included as members.

Planning and Technical Assistance to State Agencies

The Project goal of improving the planning capacity of human service agencies has largely been realized. To assist in this capacity building effort, several types of technical assistance were provided to State agencies.

The growing need to improve Maryland's decision making process led to the development of the Executive Planning Process (EPP). During the Summer of 1973, the initial Project start-up period, the Legislature and Governor directed State agencies to develop long and short range Executive Plans. This coincided with the HSP&CP work element to develop a coordinative planning process, and these two objectives were melded together, with the Human Resources Section assuming a leadership role in EPP development.

The Department of State Planning and the Department of Budget and Fiscal Planning were charged with implementing EPP, and as a first step, minimum guidelines for plan preparation and a Plan Element Outline were prepared for agencies to follow. Both long and short range components were included in the Plan Element Outline. The eight elements included were: (1) an executive

summary, (2) introduction, (3) goals, (4) conditions and trends, (5) objectives, (6) policies, (7) implementation, and (8) evaluation.

The review of Executive Plans is a joint responsibility of the Departments of State Planning and Budget and Fiscal Planning. DSP's reviews focus on the substantive nature of the Plans and search for areas of duplication between Plans and internal consistency of individual Plans. Both the Human Resources Section and the Capital Improvement Division of DSP are involved in these Plan reviews. The review process permits the multi-disciplinary HSP&CP staff to share knowledge of various plans and identify areas requiring coordination. Formal review letters are prepared and these are usually followed up with personal meetings.

After the first set of EPP's, it was clear that further guidance on plan preparation was needed. Thus, an EPP Guidance Manual was prepared to amplify the Plan Element Outline, define EPP terminology, describe long and short range planning, and discuss the planning process. Further guidance and technical assistance was provided through training seminars conducted by the Department of Personnel.

As a final aspect of this process, DSP has proposed that an Annual Executive Plan Report be prepared. This report would bring together in a consolidated manner the major issues and priorities expressed independently in each EPP.

Two major benefits have been derived from the Executive Planning Process. First, the level of management appreciation within State organizations has greatly increased and secondly, the HSP&CP goal of development of a coordinative planning process has been met.

DSP work in the Executive Planning Process involved technical assistance to meet a specific legislative and gubernatorial requirement. Another type of technical assistance was the provision of staff assistance to augment an agency's human service planning capabilities. To do this, a portion of the DSP Partner-

ship Grant was transferred to the Department of Human Resources (DHR) to aid in a more deliberate way their capacity building efforts. This transfer funded two placement planners to help DHR meet the following general goals: (1) to help with the application of planning techniques to its (DHR) own internal processes; (2) to serve as a liaison between DHR and the HSP&CP staff; and (3) to identify planning problems and their solutions which might assist other functional agencies. As originally envisioned, one planner would be hired for two years. However, after nine months, the first planner was promoted to a permanent position within DHR, so a second planner was hired to complete the placement.

The focus of the first year of the placement was to increase the capacity of local social services departments to participate in and utilize existing DHR planning and evaluation instruments. Since three different planning processes were employed by DHR, the placement planner had to coordinate and integrate these systems so as to reduce planning requirements for local departments. This also involved providing technical assistance and training to the local Departments of Social Services to help build their planning and evaluation capacities.

The second placement planner concentrated on different areas of capacity building. This planner emphasized (1) providing technical assistance to State level personnel; (2) improving two areas of the planning process -- data development and needs assessment; and (3) participating in research and evaluation projects. To accomplish this, the second planner worked on a variety of projects including developing the needs assessment portion of the Title XX Plan; evaluating the Cecil County Planning Task Force as a possible model for obtaining local input into DHR's planning process; assisting in the development of field assessments of local social services offices; assisting in the review of the Baltimore City day care model; and serving as a resource person for DHR on data needs and data sources.

Both DHR and DSP agree that accomplishments have been made in the areas that the HSP&CP was designed to improve, namely, planning coordination and capacity building. The special planning relationship and close cooperation between the two agencies will continue and plans have already been formulated to continue working on several projects.

In addition to the specified type of planning assistance discussed above, staff also provided technical assistance of a more general nature. This included reviewing human service plans, performing A-95 and surplus land reviews, analyzing capital facilities projects and master facilities plans and responding to individual requests for information.

Planning Assistance to Local and Regional Agencies

During the three years of the HSP&CP, staff worked with several of Maryland's counties and other planning bodies for the purpose of assisting them in their development of comprehensive human services planning capabilities, but particular attention was given to Baltimore City, Montgomery County, the Regional Planning Council, the Central Maryland Health and Welfare Council, and Cecil County. Local planning assistance became a high priority during the second and third years of the Project. A Guidebook for Human Resources Planning was prepared to reflect this priority status and to further increase DSP's assistance to counties.

An overall goal of the HSP&CP was to develop planning techniques and work products which were transferrable between the State and its localities. Therefore, at the very beginning of the Project, it was decided to test the planning concepts of the Project at the local level. Due to its interest in human services planning, Baltimore City Planning Department was selected to test several HSP&CP concepts, particularly the Activity Sector/Target Population (AS/TP) matrix, by preparing five specific reports on: (1) "Day Care in Baltimore," (2) "Primary

Health Services for Pre-School Children," (3) "The Relationship between Health Services and Day Care Centers," (4) "Start-Up Costs of Operating a Primary Care Health Center," and (5) "Planning Process Recommendations."

As a result of these studies, the City Planning Department concluded that the AS/TP concept was a valid one. The Baltimore City Planning Department discovered in the course of this work that a needs assessment methodology was also necessary for their work. One of the most successful outcomes of the Baltimore City local test was that it provided an impetus for the City to apply for its own Partnership Grant to develop a more detailed system to inventory and analyze human services.

Montgomery County also developed a system to inventory and analyze human services. The County's Office of Human Resources was interested in developing a local resource allocation mechanism as a basis for planning and budgeting decisions regarding the provision of human services. In order to do this, the County adapted the AS/TP matrix. There is now an ongoing cooperative relationship between DSP and the Montgomery County Office of Human Resources, and staff exchange information on the progress of their efforts to inventory services.

Technical assistance provided to the Regional Planning Council (an areawide planning agency representing the Baltimore Metropolitan Area) was primarily to advise and review their various planning outputs relating to human services. This included review of regional plans in several functional planning areas and review of their General Development Plan.

Like Baltimore City, the Health and Welfare Council was active in human resources planning in the region. The Council, in cooperation with the City, also became involved in developing a human services classification scheme. The Baltimore Area Services Identification System (BASIS) classifies services in a more detailed manner than does AS/TP. Staff reviewed drafts of BASIS and still continue to work with the Health and Welfare Council to coordinate the two systems.

The Health and Welfare Council also engaged in another project related to the HSP&CP. The Council periodically publishes a directory of all public and private human services offered throughout the State. A vast amount of data is collected for this which is known as the State Resource File. DSP recognized the compatibility of the Resource File with its Inventory of State Administered Human Service Programs. Consideration is now being given to assisting the Health and Welfare Council in automating the file which DSP would then utilize for the analysis of service gaps and duplications.

Since July 1975, the Department of State Planning has been supporting the work of the Human Services Planning Task Force of the Cecil County Council of Social Agencies through the provision of direct technical assistance and planning guidance. The Planning Task Force was created to promote interagency planning towards the development of a coordinated planning process for human services in the County. Specific work objectives of the Task Force include: (1) building a stronger commitment to human services planning within Cecil County; (2) designing ways of strengthening and maintaining relationships among different agencies and with other sectors of the community; (3) developing alternative ways of coordinating volunteer activities throughout the County; (4) identifying and implementing methods for continuously assessing the needs of County residents; and (5) increasing understanding of and access to new resources for the delivery of human services.

DSP aided the Cecil County Task Force by assisting in the design of the planning process, reviewing the inventory of County human services, suggesting alternative long and short range strategies for future actions, and by actually providing financial assistance for staff support. The DHR placement planner also participated in the Task Force to help with a County needs assessment and to develop a strategy for local input into the DHR Title XX Plan.

The idea of producing a guide book that could assist local jurisdictions in initiating a comprehensive human resources plan was a direct outgrowth of the Department's role in the Cecil County project. The Department wanted to interest other counties in comprehensive human services planning. To do this, it was decided to prepare a guidebook which would present basic planning guidance. The guidebook (which will be available in May 1978) explains why a county should become interested in comprehensive human resources planning; it delineates the roles and responsibilities of the various participants in the planning process; outlines the basic steps of the planning process; and highlights present planning efforts in selected Maryland counties. Follow-up efforts to the publication of the manual will include informing the Department's regional planners of its benefits, providing short term technical assistance to interested jurisdictions, providing indepth additional material related to human services planning, and possibly conducting specialized training sessions.

Issue Papers

The preparation of indepth studies on issues of special concern was, and continues to be, a major focus of the HSP&CP. Issue papers address topics which are interagency in nature, are of Statewide rather than local concern, and are considered to be priority issues. During the Project, six issue papers were prepared on the subjects of deinstitutionalization, coordination, purchase of care, target group agencies, the transportation disadvantaged and education-to-work linkages.

The Human Services Task Force specified deinstitutionalization (DI) as one of the first topics to be addressed in an issue paper. Thirteen different State agencies were involved in DI and the General Accounting Office had also selected Maryland as a case study to examine Federal programs and problems which hampered the States in accomplishing deinstitutionalization.

Research efforts consisted of reviewing and analyzing all Executive Plans of State agencies involved in DI and interviewing private group home operators, county planning officials and State agency representatives to determine State and local deinstitutionalization policies. An advisory committee was also convened to gain further input and to assist DSP in reviewing the report. Included in the report was a listing of all community residential facilities. The location of these facilities was mapped to show the co-location or absence of community facilities. Another significant activity in preparing the DI issue paper was State Planning's testimony to a Legislative Committee on the report's preliminary findings.

The draft report was widely circulated in order to correct any inaccuracies or deficiencies. In June 1976, the final report, Deinstitutionalization: Problems and Opportunities, was published and distributed. The report discussed deinstitutionalization in Maryland, administrative and policy issues, financial problems, the lack of supportive services, and community issues. The major recommendation was the need to develop coordinative mechanisms at the Executive, program and local levels.

Follow-up activities were directed towards development of an Executive level task force to promote interagency coordination. DSP is now participating on such a task force, which is focusing on mental health support systems. Future activities may include preparing a model community residences zoning ordinance and providing technical assistance to local jurisdictions in developing community residence plans. Overall, the feedback regarding the DI report was quite favorable and this report has become the basic reference document on deinstitutionalization activities in Maryland.

The issue of coordination in human services was also a topic selected by the Human Services Task Force for indepth study. The purpose of the paper was

to delineate the need for services coordination and to examine existing coordinating organizations. The coordination paper also reviews current literature to determine the theoretical basis of the need for coordination.

The paper, which will be released shortly, presents major guidelines for coordination based on the experiences of several case studies of coordinating agencies in Maryland. It is hoped that these guidelines will be applied to actual coordination functions in order to increase their effectiveness. Future plans for the utilization of this report include planning a seminar in conjunction with the Maryland Management Development Center on developing and strengthening coordination techniques and providing short term guidance on this subject to agencies requesting assistance.

In response to a Legislative request, DSP in conjunction with the Department of Budget and Fiscal Planning studied the purchase of care system for residential services for juveniles. Purchase of care was an area where enhanced coordination was imperative since several agencies were using different criteria to administer the same program. The study closely reviewed the Juvenile Services Administration and the Social Services Administration because these two administrations were reimbursing private agencies at different rate levels for identical services. In addition, private group home operators were interviewed so that their perspective of the problem could be clearly identified.

The study answered several questions posed by the Legislature. In regard to the question of how much the State should pay, the paper recommended that the cost model delineated by the Social Services and Juvenile Services Administrations be used. However, this model should be regularly evaluated to determine its appropriateness. What special educational costs should be paid to private facilities with on-campus schools? The paper suggested that this was a policy to be decided by the Department of Education. The primary recommendation of the study

was the development of an interagency coordinating committee on residential services for children and youth. This recommendation has been adopted by the Governor's Committee on the Funding for Handicapped Children, and thus, it is likely to be implemented.

The issue paper on target group agencies also resulted from DSP's legislative responsibilities. Numerous legislative proposals had been introduced to create special purpose offices to serve the needs of the handicapped, children and youth, and veterans. The Office on Aging had been previously established by Executive Order. The Governor had also appointed a Special Task Force to Review the Reorganization of the Executive Branch of State Government. Despite all of this legislative and Executive interest in governmental organization, information was not available on the advantages and disadvantages of reorganizing State government along target group lines. This was what the report "Organizational Approaches to Serve the Needs of Special Target Groups" set out to study.

After an extensive review of public administration literature, three major themes emerged: (1) the impetus for governmental reorganization, (2) the nature and function of interest groups, and (3) an evaluation of the effectiveness of target group agencies. The discussion of these three points left the study inconclusive, since support for both organizational approaches was found. However, since Maryland had already selected a functional approach to government organization, the concluding chapter presented several strategies for improving the sensitivity of existing departments and agencies to the needs of special populations. The first draft of the target group paper was rather lengthy, and to avoid having the report become a "bookshelf" document, the study was condensed. The reduced version was distributed to interested agencies, legislators and the Governor's staff in March 1977.

The issue of coordination of limited transportation resources within the human services sector had been gaining attention for sometime at the local, State and Federal levels. It was important to know in what ways human needs and social programs are being impacted by the transportation sector.

During this paper's preparation, the Governor's Interagency Committee on Specialized Transportation had been formed to administer the Urban Mass Transportation Administration's Section 16(b)(2) program. (This program provides grants to non-profit groups for the purpose of or adaptation of vehicles to serve the elderly and handicapped). It was decided, therefore, that the issue paper would concentrate on the mobility problems of the transportation disadvantaged.

Transportation Disadvantaged in Maryland contains a comprehensive assessment of the situation of transportation of the disadvantaged. The report (1) consolidated information about legislation, funding sources, operating programs, vehicle resources, etc.; (2) outlined major issues such as labor, funding, institutional responsibilities, coordination, technology; and (3) suggested alternatives to meet the problems identified.

Over 400 copies of the report were distributed and the study has already served several useful purposes. The vehicle and operating program inventories have been utilized by the Baltimore Regional Elderly and Handicapped Study. The inventory of private carrier operations is being used for county transportation studies. DSP has also presented a portion of the report to a special conference convened by the Governor's Interagency Committee on Specialized Transportation.

Letters have been received by the Department from the Governor and the Secretary of the Department of Transportation which commend the comprehensive nature of the report and its usefulness for specialized transportation planning. It is hoped that the report will establish the needed environment for development of sound analytical procedures and Statewide policies.

While the study of specialized transportation was occurring, a similar study on linkages between education and work was being prepared. The impetus for this project came through staff participation in a legislative committee established to examine the State's employment conditions. The paper assesses existing linkages and strategies relevant to the development or maintenance of a comprehensive system sensitive to present and future employment and training needs of all segments of the State's population. The paper on education-to-work linkages is still in draft form; therefore, the report has not yet been evaluated.

Analysis of Needs and Conditions

The development of a comprehensive data base is one way of helping State and local human service agencies develop planning capabilities. It was thought that through an analysis of needs and conditions, needs assessment information (or demand) would be combined with an inventory of existing services (supply). The Social Indicator Report was the initial effort toward development of a needs assessment, while the program inventory would represent the supply side. Since social indicators and program inventory analyses concentrated on State services, it was necessary to add an analysis of the role of the voluntary sector in service provision to augment the data base.

Academic journals and periodicals had suggested the need for social indicators to gauge the social status of the nation, similar to the use of economic indicators to measure the state of the economy. The development of social indicators had also been recommended by HEW in its 1969 report, Toward a Social Report. However, most of the systems discussed in the literature were theoretical in nature and had not been practically applied. DSP decided to try to apply social indicators to the State and local levels.

A private consulting firm was retained to aid DSP in indicator development. The tasks to be performed by DSP and the consultant included determining informa-

tion needs by activity sectors; compiling a data inventory; postulating a series of social statistics and candidate set of indicators and testing them for relevancy, reliability, and significance; summarizing the results; preparing an interim report; preparing a users manual; and preparing the final report. Considerable efforts were made to gain input from other agencies in the development of the indicators. A special advisory group of data experts and data managers was convened and specific interviews with key agencies were held. These people were also requested to review the interim report.

The final document, entitled Social Indicator Report: A Conceptual Approach, was published in April 1976. The indicators constructed were not designed to be evaluative or to show cause and effect relationships. Rather, the indicators were a single measure of two or more social statistics which logically depicted the social status of the population of each county in Maryland. Indicators were constructed for each of the major activity sectors used in the HSP&CP. The final major publication in this effort, the Users Manual, was distributed in November 1976 and was the technical documentation of the methodology employed in the report.

Evaluation of social indicators began with the distribution of the report. Included in the cover letter were five questions asking the reader to assess the utility of the indicators. In addition to the responses received in answer to this, a special evaluation meeting was held to discuss possible future updates of the indicators. It had originally been postulated that social indicators would be periodically updated and reproduced to show the change in social status over time, and a major aim of the evaluation was to learn how, or if, the indicators were being used.

All reviewers agreed that data inadequacies were the major stumbling blocks to the development of more useful indicators. The evaluation also revealed that the indicators were not used by agencies in decision making, policy setting, or for

management decisions. In general, it was found that the report had been of limited utility. Many suggestions were received for possible modifications or improvements; however, most of these suggestions proved infeasible or beyond DSP resources or capabilities. Finally, there were several methodological problems that would have proven extremely difficult to resolve to the satisfaction of all users.

Based on this feedback, it was decided that the social indicators would not be updated. Although most agencies found the indicators to be interesting in a general sense, they were found not to be helpful in providing information for specific projects. Nor were the indicators being used by agencies for cross functional comparisons. Also, the user agencies did not endorse the data and social statistics used to generate the indicators. Solution of this problem is difficult, since considerable efforts were made to gain agency input prior to indicator construction.

The Inventory of State Administered Human Service Programs was another element of DSP's efforts to develop a human services information base. The purpose of the inventory was to compile information on all State administered human service programs so that these programs could be analyzed to detect service gaps and duplications. The program inventory was prepared from data compiled from agency interviews, Executive Plans, budget reports and other sources as necessary. Many methodological difficulties were discovered in trying to develop the inventory which resulted in major changes in the original inventory design. Some of the problems encountered were: (1) there was no clear definition of what constitutes a program; (2) it was difficult to analyze the distribution of resources by target group as most programs served more than one group; and (3) it was difficult to find a single source of sufficiently detailed budget information.

The inventory used the Activity Sector/Target Population matrix for classifying human service programs. The report analyzed the distribution of

resources -- both financial and programmatic -- by major functional areas. Special target group analyses for the disabled/handicapped and the elderly were also conducted and a section on program linkages and coordination was included. Approximately 300 copies of the report have been distributed to Cabinet agencies, the General Assembly, local planning, social service and health agencies, and colleges and universities. Staff are presently evaluating the inventory to determine whether or not it should be updated periodically.

Another component in the analysis of needs and conditions was an examination of the role of the voluntary sector in the delivery of social services. In order to learn whether voluntary services complemented or duplicated public sector services, DSP contracted with the Health and Welfare Council of Maryland for a study which would provide a descriptive inventory of voluntary services and which would analyze family life and social developmental services.

The Working Paper on Social Service Delivery in Maryland: An Overview of Programs, Problems and Priorities in the Voluntary Sector was published in April 1975 and contained information on eligibility criteria, program capacity, sources of funds, staff composition and demographic makeup of voluntary agency clientele. A computer printout listing information on all agencies surveyed was also completed and forwarded to DSP. A major benefit of this project was the establishment of a working relationship between the Department of State Planning and the Health and Welfare Council.

Project Management and Evaluation

The Human Services Planning and Coordination Project was a three year effort encompassing a broad range of complex and sophisticated activities. The scope of the Project necessitated competent management and evaluation to insure its success.

Several formal reports were prepared to aid in Project management. These included preparation of an annual detailed work program, preparation of monthly program reports, and staff meetings. The assignment of responsibility for completing work items to specific staff members also contributed to effective management.

Both internal and external evaluations were performed. In-house evaluations were conducted by staff to determine whether Work Program Objectives had been achieved. The Regional and Central Offices of HEW evaluated the Project to determine if objectives of the Partnership Grant were being met. HEW also employed a private consulting firm for the purpose of generally evaluating the Partnership Program throughout the country, and Maryland was chosen as a case study for in-depth review.

The relationship between State Planning and the Department of Health, Education and Welfare did not consist of just evaluations and site visits. Rather, over the course of the Project, both DSP and HEW benefited from the association. Prior to the Project's initiation, a representative from the HEW regional office had participated in the Human Resources Plan advisory group and assisted DSP in obtaining Partnership funds.

The Maryland Project was assigned to the Office of Planning and Evaluation in the Office of the Regional Director for purposes of project and financial monitoring. The role of this Office in monitoring the HSP&CP can best be described as advisory and consultative. Quarterly evaluation reports were submitted by the regional monitors to the HEW Central Office in Washington. The Regional Office also conducted an evaluation midway in the Project to determine the assessment of the HSP&CP by other State and local planning agencies. The results of these assessments were encouraging to DSP.

While the regional monitors were helpful to DSP in many ways, the relationship was far from one-sided. DSP was asked by the regional office to review and prepare comments on a variety of topics. Annually, DSP assisted in the selection of regional issue papers by the preparation of comments and an ordering of topics by priority concern. Staff also reviewed regional reports and responded to questionnaires (often designed by the central office of HEW) that were forwarded to the Department. The regional monitors used DSP as a contact point or liaison to other units of Maryland State government.

DSP's relationship with the central office of HEW was rather formal. In most areas, they chose to use the regional offices as intermediaries between themselves and grantees. It was the responsibility of the regional office to manage Project grants. The central office conducted thorough evaluations of the HSP&CP (sending several key program officials to DSP to meet with the division and section heads, project coordinator, and appropriate staff) at the end of each fiscal year in an effort to review past activities and help determine the appropriate funding level for the project in the next year.

Effective management means that information about the Project should be shared with others in order to demonstrate the potential for transfer of successful work activities. Methods to do this included informing State Executive agencies and the State Legislature of Project activities, responding to specific requests for information, sending reports to Project SHARE, and by staff attendance and participation at conferences.

Through experience gained in completing all the Project's work activities, several improvements in management were initiated. One area was the management of staff and consultants. This included the designation of

project managers for major work activities, ways to minimize disruptions caused by staff turnover, and ways to more effectively supervise private consultants. Project experience has also suggested that lengthy reports should be scaled down either by reducing the scope or purpose of the report or by summarizing and reducing the report's content. Finally, Project staff agreed that the utilization of a report would be enhanced if technical assistance and training accompanied the report's publication and more attention were paid to timely completion of the report.

Not all of the activities listed in the annual work programs were completed; this was a result of several factors. In some instances, the Project developed overly ambitious goals. Inadequate staff resources were sometimes a prohibitive factor. Work activities selected were found to be no longer of critical interest, and therefore, were not completed. The number of uncompleted work activities, though, was very small in comparison to completed and ongoing activities.

Project Accomplishments and Lessons

Success of the Human Services Planning and Coordination Project can be measured from two different but related perspectives. The first way considers the Project's tangible accomplishments such as issue papers, program inventory or social indicators. The second perspective assesses the growth or movement towards improved, coordinated human services planning and delivery. Measures of success for this second approach are more subjective and harder to gauge. They focus on inter-agency planning activities and legislative liaison functions.

Outcomes and accomplishments of the HSP&CP can be most clearly understood when grouped under the three major headings of the work program. These headings are coordination activities, planning and technical assistance, and the analysis of needs and conditions. Coordination activities were geared toward the more efficient utilization of both staff and financial resources within human resources

agencies. Their explicit purposes were the elimination of duplicative efforts and the promotion of harmonious working relationships among those agencies providing similar or related services. The coordination activities of the Human Resources Section throughout the Project led to an ever-increasing awareness of and sensitivity to the value of interagency planning among the human service provider agencies. Appreciation for the role of interagency coordination in problem-solving and issue-resolution was enhanced, and therefore, improved working relationships among several key agencies developed. A network of valuable resource persons in human services planning has also been developed. This network further facilitates interagency coordination.

The Human Resources Section of the Department of State Planning has developed an inter-disciplinary team of staff members with various functional specialties that works together to ensure the comprehensiveness and inter-relatedness of responses to State human resources concerns. This staff works closely together recognizing each other's areas of expertise. For example, as the housing and community development planner works with the Office on Aging on sheltered housing, he consults with the social services planner and the health planner to assure that these other areas of need of the elderly are considered in the developmental aspects of this program. The coordination among staff members has been an integral part of the success of the HSP&CP. It has also helped to assure the comprehensiveness of all work activities of the Project, especially issue papers which specifically address areas of interagency concern. Participation by the Human Resources staff on a wide variety of interagency planning and coordinative groups provides an early opportunity to detect program gaps or duplications. Staff are frequently able to identify areas in need of possible policy clarifications in advance of service delivery agencies because of their participation on these interagency committees. Examples of this include the issue papers on

target groups and purchase of care and reviews of Executive Plans which spotlight areas of potential duplication.

Many outcomes related to planning and technical assistance can be outlined. Most of these relate to the greatly improved quality of human services planning, both of line agencies and the Department of State Planning. The Human Resources staff's ability to provide meaningful planning guidance has improved and the willingness of agencies to accept this assistance has been enhanced. This is especially evident when the quality of Executive Plans is reviewed; substantive plan reviews have been responsible for vast improvements of this planning process over the last four years.

It is also important to recognize an increased awareness of human services planning and concerns among physical planners (both within the Division of Comprehensive Planning and the major State agencies) in such areas as transportation, land use, sewer/water quality, recreation, etc. Physical and social planning had previously not been adequately related. There now exists a significantly improved integration of physical and social planning within the State. This is best illustrated by the attention paid in the State Land Use Plan to concerns such as housing, employment opportunities, and demands for public services.

Preparation of reports on topics of interagency concern with an objective and comprehensive perspective has been a result of planning and technical assistance efforts. Staff selected topics in areas where problems were recognized and where resolution is needed (purchase of care, target groups). Staff also responded to the requests of the Legislature and the Human Services Task Force (deinstitutionalization, coordination of human services). This has led to an increased awareness of the value of human services planning and interagency coordination by the Legislature and the Governor's Office. The Department's

neutrality as an "objective" agency with no turf to defend plus the staff's expertise in human services planning are reasons for requests for development of papers and participation on task forces.

Significant strides have been made in the developmental aspects of the Executive Planning Process: increased sophistication in planning and management in State agencies via the Guidance Manual, specialized training courses, extensive plan reviews and meetings with agency planners and managers have all taken place in the three years of the Project. A pilot Annual Executive Plan Report for the educational sector was prepared last year for the Legislature; it highlights the major trends and directions of the educational agencies' plans.

The placement of a planner in the Department of Human Resources has improved the planning capacity of that agency and has strengthened the ties between DSP and DHR. The planner has endeavored to integrate the various DHR planning requirements and has also provided technical assistance to the Cecil County planning project. The Department of Human Resources is interested in the model being development there as a local needs assessments methodology.

Prior to the Project, there was very little attention paid to the problems counties were experiencing in human services planning. Through the Cecil County local planning project, both State Planning and the Department of Human Resources have become increasingly sensitive to the particular needs of localities in initiating and sustaining a comprehensive human resources planning process. State Planning is preparing a "Handbook for Local Human Resources Planning" and is committed to providing training in this subject for interested jurisdictions. The Cecil County experience has also tested and proven new models of State-local cooperation--truly effecting a "working" partnership.

Another example of State-local cooperation is evidenced by the working relationship Human Resources staff have developed with the Baltimore City Planning Department. After transferring a portion of its Partnership Grant to that Department to develop a series of planning papers in the first year of the Project, the Department of State Planning is now working with the Department of City Planning for the purpose of resolving data problems so that DSP may possibly assist in a Statewide test of the locally designed day care model.

Increased attention to the planning processes of local governments and regional planning organizations by the State is evident in a number of areas. Staff have devoted significant energies to assisting the Regional Planning Council as they produced their General Development Plan. They have also assisted Montgomery County's Office of Human Resources in their work in social indicators and resource allocation. Staff have acted as facilitators to link Montgomery County's Office of Human Resources, Baltimore City's Planning Department, and the Health and Welfare Council on the issue of services classification systems and Cecil, Kent and Howard Counties on the processes of human resources planning. An enhanced relationship with the Health and Welfare Council has provided the State with a unique perspective of the voluntary sector service network. The last year, especially, has seen a marked increase in the level of cooperation between DSP and HWC.

Activities in the area of the analysis of needs and conditions were primarily designed to provide a data base for coordinated human services planning. These activities probably represented the Department's largest venture into uncharted waters. Clearly, work in the areas of social indicators and program inventory was novel for the State and these efforts were not initially met with resounding acceptance. The sophistication of human resources planning has increased through the work the Department has initiated towards the development of a unified data base for planning. Staff have also developed the ability to thoroughly evaluate

these efforts to review their utility and assess the value of continuation of such efforts.

Several Project outcomes fall outside any of the three major work headings of the HSP&CP. These are discussed in terms of the general and overall impact of the Project. There now exists a considerably improved State-Federal relationship since the "pre-Partnership" days. The Human Resources Section is now regularly requested to review draft documents and reports and to respond to questionnaires and surveys from HEW. This relationship has every reason to continue past the receipt of Federal funds.

Upon the conclusion of the HSP&CP, the Human Resources Section staff have been able to reflect upon several lessons that can be shared with other Partnership Grantees or interested jurisdictions. These "lessons" are broad and generic in nature, being built upon all of the Project's activities rather than any specific product or effort. The Maryland Project found the definition of objectives by HEW for its Partnership Programs to be vague and non-specific. The HSP&CP was built upon the assumptions that if individual agencies' planning capacities were improved and there was a greater and more meaningful level of coordination between and among human service agencies, then the overall level of human services planning in the State would improve. Accomplishment of these two tasks was seen as equivalent to meeting HEW's Partnership objective. The following is a list of lessons which DSP learned as a result of the Human Services Planning and Coordination Project.

- (1) A large number of activities were undertaken by Project staff in order to meet the non-specific objective of "capacity building." It is more advisable to start with a limited focus and then branch out to other areas after a level of credibility and a proven track record have been established.
- (2) The process-versus-product dichotomy which often plagues comprehensive human services planning was successfully resolved by DSP. A coordinated services planning process was institutionalized and tangible work products such as special issue papers and data base reports were produced.

- (3) Staff of the Human Resources Section have also recognized the importance of maintaining a realistic perspective when working on any major planning initiative. Major change within bureaucratic organizations takes a great deal of time. Planning staff need to be cognizant of the operating constraints that are imposed upon functional or service delivery agencies and must be aware of the realities of these constraints. Parallel to a sensitivity to the bureaucratic environment, project staff should attempt to work in a manner that is consistent with Executive and Legislative styles.

Probably the most important facet of the HSP&CP was the staff and the Project's ability to remain flexible to the needs of many actors--including planners and managers in functional agencies, the Legislature, and the Governor. It was this flexibility that ultimately helped to assure the success of the Project. A final testimony to that success is the fact that all of the staff positions within the Human Resources Section have been retained. The Project has successfully institutionalized its planning effort based on the value of the work completed during the three short years of its life. The Section's work program for the first year after the Partnership Grant period reflects continued involvement in interagency coordination and planning groups, the provision of technical assistance to State and local agencies, and the preparation of a variety of issue papers.

The chart on the following two pages represents a listing of all of the major work activities undertaken during the Project. It helps to graphically portray the amount of time devoted to each activity and the sequence of activities. It also indicates those activities that are of an ongoing nature by a line across the full three-year period.

PROJECT TIMELINE

FY 175

[illegible]

Work Activity

I. PROJECT INITIATION

Governor's Cabinet Meeting
Present Status & Future
Directions Report

II. COORDINATION ACTIVITIES

Interagency Planning
Legislative Liaison
Human Services Task Force
Human Services Council

III. PLANNING & TECHNICAL ASSISTANCE TO STATE AGENCIES

Executive Planning Process
 DMR Placements
 --1st Planner
 --2nd Planner
 General Technical Assistance
 Activities

IV. PLANNING ASSISTANCE TO LOCAL AND REGIONAL AGENCIES

Baltimore City Local Test
Montgomery County
Regional Planning Council
Health & Welfare Council
Cecil County
Guidebook for Human
Resources Planning

FY '78

FY '77

FY '76

FY '75

Work Activity	1st Qtr	2nd Qtr	3rd Qtr	4th Qtr	1st Qtr	2nd Qtr	3rd Qtr	4th Qtr	1st Qtr	2nd Qtr	3rd Qtr	4th Qtr	1st Qtr	2nd Qtr	3rd Qtr	4th Qtr	1st Qtr
V. <u>ISSUE PAPERS</u>																	
Deinstitutionalization																	
Coordination in Human Sections																	
Purchase of Care																	
Target Groups																	
Transportation Disadvantaged																	
Education -to-Work Linkages																	
VI. <u>ANALYSIS OF NEEDS & CONDITIONS</u>																	
Social Indicators																	
Program Inventory																	
Voluntary Sector Report ¹																	

¹ Work began in Spring 1974.

Project Reports and Publications

Present Status and Future Directions of the Human Services Planning and Coordination Project--December 1974

Working Paper on Social Service Delivery in Maryland: An Overview of Programs, Problems, and Priorities in the Voluntary Sector--April 1975

Deinstitutionalization: Problems and Opportunities--March 1976

Social Indicator Report: A Conceptual Approach--April 1976

Technical Documentation and Assessment for Social Indicator Report for Maryland--April 1976

Inventory of State Administered Human Service Programs--November 1976

Executive Planning Process Guidance Manual--March 1975, November 1975, November 1976

Organizational Approaches to Serve the Needs of Special Target Groups--March 1977

Purchase of Care in Maryland--March 1977

Transportation for the Disadvantaged in Maryland--September 1977

A Handbook for Local Human Services Planning--to be issued

Coordination Mechanisms in Human Services Planning and Delivery--February 1978

Education-to-Work Linkages--to be issued.

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